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Women and peace and security

Report of the Secretary-General

I. Introduction

1. The present report is submitted in accordance with the statement by the President of the Security Council of 23 October 2007 (S/PRST/2007/40), in which the Council requested the Secretary-General to prepare a follow-up report on the full and effective implementation of its resolution 1325 (2000), incorporating information on the impact of armed conflicts on women and girls in situations that are on the agenda of the Council, and also information on their protection and on the enhancement of their role in peace processes. It further requested that the report include information on measures taken to improve the capacity of Member States to implement the resolution, including information on best practices.

2. The present report responds to the above-mentioned mandates. Section I contains an introduction, section II covers critical areas and concerns related to the impact of armed conflict on women, section III provides an overview of progress and challenges in implementation of the resolution by Member States, United Nations entities and civil society, including best practices to improve capacities of Member States, and section IV contains conclusions and recommendations.

3. The report draws on information and data provided by Member States[1] in response to a note verbale dated 8 April 2008 and by United Nations entities,[2] civil society and non-governmental organization partners.

[1] Argentina, Austria, Bahrain, Belgium, Canada, Colombia, Côte d'Ivoire, Croatia, Cyprus, Denmark, Germany, Iceland, Iran (Islamic Republic of), Jamaica, Jordan, Lebanon, Mexico, Netherlands, Oman, Philippines, Romania, San Marino, Slovakia, South Africa, Switzerland, Thailand, Turkey, Uganda, United Kingdom of Great Britain and Northern Ireland, Viet Nam.

[2] Department of Economic and Social Affairs, Department of Field Support, Department of Peacekeeping Operations, Department of Political Affairs, ECA, ECLAC, ESCAP, FAO, INSTRAW, International Criminal Tribunal for Rwanda, IOM, Office for the Coordination of Humanitarian Affairs, Office of the Special Adviser on Gender Issues and Advancement of Women, Office of the Special Representative on Children and Armed Conflict, OHCHR, Peacebuilding Support Office, UN Action, UNDP, UNESCO, UNFPA, UN-Habitat, UNHCR, UNICRI, UNIFEM, UNMIS, UNOPS, UNRWA, UNV.

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II. Impact of armed conflict on women: critical themes and issues of concern

4. Despite the Security Council's repeated appeals to respect the equal rights of women and their role in peace processes and in peacebuilding, millions of women and children continue to account for the majority of casualties in hostilities, often in flagrant violation of human rights and humanitarian law. In armed conflicts and post-conflict situations, women bear the brunt of shattered economies and social structures.

5. The overriding concern for women in crisis and conflict situations, however, is their physical security and that of their children. For women, the lawlessness of many post-conflict situations, with its widespread violence, is as dangerous as a situation of armed conflict. Only when the basic need for personal security is met can one begin to consider participation in public life and the labour market. Owing to the increased civilian-combatant interface of current conflicts, the targeted use of sexual violence is increasingly becoming a potent weapon of war and a destabilizing factor in conflict and post-conflict societies. Thus, sexual violence is a security problem requiring a systematic security response commensurate with its scale and magnitude.

6. In North Kivu, eastern Democratic Republic of the Congo, three out of four women have been raped, some with extreme violence (S/2008/402, p. 3). In Haiti, there has been an increase in the number of documented cases of physical and sexual violence (S/2008/202, para. 47). Of particular concern is that in some conflict areas sexual violence is increasingly perpetrated by minors (under 18) and civilians (S/2008/433, para. 65). Lack of security in and around camps for refugees and internally displaced persons, particularly in Darfur, eastern Chad and the Democratic Republic of the Congo, contributes to this increase.

7. The impunity for perpetrators of sexual and gender-based violence against women and girls continues to loom over countries in conflict or emerging from conflicts. The United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) registered a disturbing trend of sexual violence being increasingly perpetrated by police (S/2008/433, para. 67). In some countries the continuing failure of the police and judiciary to take sexual violence seriously often results in minimal prosecutions. In other countries, interference by military and other officials in the administration of justice reinforces the culture of impunity on which sexual violence thrives. In Timor-Leste, cases of sexual violence are frequently "resolved" through traditional dispute resolution mechanisms, which are not always victim-friendly (S/2008/501, para. 28) and are hindered by traditional and cultural norms in Côte d'Ivoire (S/2008/451, para. 52). Systematic intimidation of survivors and reprisals by perpetrators sustain impunity in Somalia (S/2008/466, para. 78).

III. Progress in implementation

8. Initiatives have been taken by a broad range of actors to implement resolution 1325 (2000), inter alia by developing policies, action plans, guidelines and indicators; increasing access to gender expertise; providing training; promoting consultation with and participation of women; increasing attention to human rights; and supporting the initiatives of women's groups. Although slower than desired, a culture of gender equality and women's empowerment in peace and security areas is increasingly taking hold.

9. The full and effective implementation of resolution 1325 (2000) remains the primary responsibility of Member States, while United Nations entities pursue this goal within their respective mandates. The women's movement has made major contributions to building partnerships for peace utilizing resolution 1325 (2000). The NGO Working Group on Women and Peace and Security formed in May 2000 advocates for full and rapid implementation of resolution 1325 (2000).

A. Global level

1. Security Council

10. Since the adoption of resolution 1325 (2000), the Security Council has become more engaged in women and peace issues. During its seven open debates it has supported the broadening of the United Nations integrated approach to women and peace and security, including gender mainstreaming in peacekeeping operations, increasing the number of women at the highest levels of decision-making and ending impunity for those committing sexual and gender-based violence. Its seven presidential statements[3] provided further guidance on ways and means to fully implement the resolution.

11. In June 2008, the Council held an open thematic debate on "women and peace and security: sexual violence in situations of armed conflict" culminating in the adoption of resolution 1820 (2008). The Council recognized sexual violence as a security problem requiring a systematic security response by stressing that sexual violence, when used or commissioned as a tactic of war in order to deliberately target civilians or as a part of a widespread or systematic attack against civilian populations, can significantly exacerbate situations of armed conflict and may impede the restoration of international peace. A related report of the Secretary-General was requested by 30 June 2009.

12. In paragraph 13 (e) of its resolution 1807 (2008) on the Democratic Republic of the Congo, the Council foresaw the possibility of using targeted sanctions in response to sexual violence. In its resolution 1794 (2007), the Council stressed the need to ensure accountability for the perpetrators of sexual violence (para. 15) and requested MONUC to pursue a mission-wide strategy on sexual violence (para. 18).

13. The Council has recognized or reaffirmed the interrelationship between gender perspectives and other thematic issues before it, such as the protection of civilians in armed conflict (S/PRST/2008/18), children and armed conflict (S/PRST/2008/6),

[3] S/PRST/2001/31, S/PRST/2002/32, S/PRST/2004/40, S/PRST/2005/52, S/PRST/2006/42, S/PRST/2007/5 and S/PRST/2007/40.

peace and security in Africa (S/PRST/2008/4), the maintenance of international peace and security (S/PRST/2007/31) and security sector reform (S/PRST/2007/3).

14. During most of its missions, the Council met with local women's groups and networks as well as women ministers and parliamentarians to discuss the issues of women's participation in political and electoral processes, sexual and gender-based violence and protection of women and girls. For example, during the Council mission to Djibouti (on Somalia) in 2008, Council members supported the effective participation of women in the dialogue among Somali parties at all stages of the peace process.

15. The Security Council is working closely with civil society through Arria formula meetings addressing thematic issues. Those interactions provided valuable information to the Council and an opportunity to dialogue with grass-roots non-governmental organizations.

2. Other intergovernmental bodies

16. The General Assembly has considered women and peace and security issues in its discussions and resolutions on country situations[4] and thematic issues.[5] In its resolutions 61/143 and 62/133 on the intensification of efforts to eliminate all forms of violence against women, as well as in resolution 62/134 on eliminating rape and other forms of sexual violence in all their manifestations, including in conflict and related situations, the Assembly called on Member States to end impunity by prosecuting and punishing those who use rape and other forms of sexual violence in all their manifestations, to protect and support victims, and to develop and implement comprehensive strategies on prevention of violence, in particular rapes.

17. The Special Committee on Peacekeeping Operations has increasingly paid attention to women and peace and security issues, called for the full implementation of resolution 1325 (2000), underlined the gravity of all acts of sexual violence, and stressed the importance of addressing the needs of all victims of such acts.[6]

18. At its fifty-second session in 2008, the Commission on the Status of Women evaluated progress in the implementation of its agreed conclusions of 2004 on women's equal participation in conflict prevention, management and conflict resolution and in post-conflict peacebuilding.[7] While attention to women and peace issues has increased, inconsistent implementation of resolution 1325 (2000) continues to be a major challenge.

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[4] For example, resolutions on the situation in Afghanistan (61/18) and assistance to survivors of the 1994 genocide in Rwanda (60/225).

[5] Including resolutions on the causes of conflict and the promotion of durable peace in Africa (60/223), protection of and assistance to internally displaced persons (62/153), the rights of the child (62/141), the girl child (62/140) and trafficking in women and girls (61/144).

[6] *Official Records of the General Assembly, Sixty-second Session, Supplement No. 19* (A/62/19), paras. 121-125.

[7] See *Official Records of the Economic and Social Council, 2004, Supplement No. 7* (E/2004/27), chap. I.A.

B. Regional level

19. As causes of conflict transcend national borders, regional and subregional organizations have an essential role in promoting peace and collaborating with the United Nations and all stakeholders to harmonize approaches, enhance synergies and optimize use of resources.

20. The African Union is actively mainstreaming a gender perspective in the implementation of resolution 1325 (2000). The Constitutive Act of the African Union mandated the Union to mainstream gender in all its programmes and activities. Major developments realized include the creation of the Women, Gender and Development Directorate under the Office of the Chairperson of the African Union; the establishment of the African Union Women's Committee; and the appointment of the envoy to investigate sexual and gender-based violence in Darfur. Regional instruments such as the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa and the Solemn Declaration on Gender Equality in Africa strengthen regional commitments under resolution 1325 (2000) and support national and regional implementation efforts.

21. Positive developments have also occurred in the Southern African Development Community (SADC), the Economic Community of West African States (ECOWAS) and the Intergovernmental Authority on Development (IGAD). ECOWAS has finalized preparation of an action plan for the implementation of resolution 1325 (2000). SADC and IGAD have taken significant steps to infuse their policies and programmes with a gender perspective. IGAD created a subregional framework at the ministerial level to fight violence against women and mainstream gender analysis and indicators into its early warning system, including development of a gender and early warning training manual.

22. The Commonwealth Ministers Responsible for Women's Affairs, at their meeting held in June 2007 in Uganda, agreed to establish a working group on gender, peace and security to address gender issues in peace and post-conflict processes. The European Peacebuilding Liaison Office in Brussels initiated the European Union 1325 Partnership to coordinate implementation efforts regionally. The Arab Women's Organization will hold a conference on "Women, the concept of human security, and related issues: the Arab and international perspective" in November 2008.

23. Many Member States have been actively involved in supporting regional implementation efforts. Austria, for example, organized a meeting with the North Atlantic Treaty Organization on the implementation of resolution 1325 (2000). The United Kingdom provided peace support operations training to regional training centres and multilateral organizations, including the African Union. In Argentina, the Inter-Ministerial Task Force on Gender and Peacekeeping has conducted a regional workshop to develop a gender-responsive peacekeeping policy.

24. Regional organizations play an increasingly important role in maintaining peace and security. To implement their commitments to gender equality, many regional organizations need strengthened partnerships, enhanced cooperation, greater capacity and sufficient resources. Regional and national action plans increase synergies and coherence as well as compliance with the resolution.

C. National implementation: measures taken by Member States, United Nations entities and civil society

25. The commitment of Member States, United Nations entities and civil society to implementing the resolution, particularly at the country level, is increasingly taking root. The Group of Member States "Friends of 1325" led by Canada continues to play a catalyst role in mobilizing intergovernmental action on the resolution. Progress is being made on the ground in incorporating gender perspectives in national policies, raising awareness, developing programmatic tools and capacity-building, as well as enhancing women's political space in peace processes and in combating sexual violence.

1. Plans of action

(a) Member States

26. Progress was reflected in the growing number of Member States which developed national action plans. To date, the following 10 Member States have developed such plans: Austria, Côte d'Ivoire, Denmark, Iceland, the Netherlands, Norway, Spain, Sweden, Switzerland and the United Kingdom. Belgium, Ghana, Jordan, Liberia, the Philippines and Sierra Leone are in the process of developing national action plans.

27. Development of national action plans provides an opportunity to initiate strategic actions, identify priorities and resources and determine responsibilities and time frames that will guide and measure implementation. The Côte d'Ivoire plan, for example, focuses on four "priority axes": protection of women and girls from sexual violence; gender mainstreaming in policies and development programmes; reinforcement of women's access to basic social infrastructures and participation in reconstruction and reintegration processes; and strengthening the participation of women in political decision-making.

(b) United Nations entities

28. Under resolution 1325 (2000), United Nations entities have made specific commitments both at the inter-agency and the individual entity levels. At the inter-agency level, to provide a holistic and coherent framework for the implementation of resolution 1325 (2000), a System-wide Action Plan was established for 2005-2007 and updated for 2008-2009 (see S/2005/636 and S/2007/567). Two implementation reviews of the Action Plan conducted in 2006 and 2007 revealed increased commitment to implementation, and improved coordination, planning and programming within the United Nations system (see S/2006/770 and S/2007/567).

29. At the individual entity level, internal strategies and guidelines for the policy and programmatic dimensions of United Nations support to Member States in the implementation of the resolution have been strengthened. A policy directive on gender equality in peacekeeping operations adopted by the Department of Peacekeeping Operations generated further progress in United Nations peacekeeping missions, including regular briefings on gender issues for all incoming senior military, police and civilian personnel. In addition, there is a Department-wide action plan for the implementation of the resolution and a gender task force to

monitor its implementation. A gender audit was conducted by the Mine Action Service of all its policy documents and guidelines.

30. The Department of Political Affairs elaborated a policy statement on gender equality and the strategic goals of gender mainstreaming within its mandate of conflict prevention, peacemaking and peacebuilding. This has increased attention to gender mainstreaming in special political missions, and there have been an increased number of gender-specific consultations and communications with local women's groups.

31. Many United Nations entities integrated their support for peacebuilding, reconstruction and humanitarian action into their gender equality strategies and plans. For example, the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Human Settlements Programme (UN-Habitat) adopted gender equality plans of action for 2008-2013. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) endorsed a gender mainstreaming strategy for 2008/09. The Office of the United Nations High Commissioner for Refugees (UNHCR) approved a new gender equality policy and the United Nations Educational Scientific and Cultural Organization (UNESCO) designated gender equality as one of two global priorities in its 2008-2013 medium-term strategy. The International Organization for Migration (IOM) developed a gender-sensitive demobilization, disarmament and reintegration strategy. The Peacebuilding Support Office mainstreamed gender equality concerns into many projects supported by the Peacebuilding Fund.

32. Some entities supported the development of national action plans. The Office of the Special Adviser on Gender Issues and Advancement of Women, in collaboration with the Economic Commission for Africa (ECA) and the Economic Commission for Latin America and the Caribbean (ECLAC), and through the sponsorship of Norway, organized high-level policy dialogues in Africa and Latin America and the Caribbean. High-level officials from ministries of defence, foreign affairs, justice and women/gender, as well as members of parliament from more than 30 countries discussed strategies and policies to implement resolution 1325 (2000) and a model plan. In Nepal, the United Nations Development Fund for Women (UNIFEM) and the United Nations Population Fund (UNFPA) are collaborating with the Ministry of Peace and Reconstruction to prepare a national action plan on resolution 1325 (2000). The International Research and Training Institute for the Advancement of Women (INSTRAW) guide for the development of national action plans on women and peace and security, entitled "Securing equality, engendering peace", (2006) has been used by various Member States, including Austria, the Netherlands and Spain, in the preparation of their own national action plans.

(c) Civil society

33. The NGO Working Group and the Organization for Security and Cooperation in Europe partnered with Governments and United Nations entities to conduct a series of training sessions on resolution 1325 (2000) in Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan to raise awareness and enhance national-level implementation.

2. Women's participation

34. In resolution 1325 (2000) the Security Council called on all actors to ensure the full participation of women in peace processes and ensure increased representation of women at all decision-making levels.

(a) Conflict prevention and early warning

35. Resolution 1325 (2000) reaffirmed the important role of women in the prevention of conflict. Gender-based early warning indicators, such as gender-specific refugee migrations, increased violence against women, hoarding of food, eyewitness accounts by women about the use of small arms and light weapons, and the like, can alert to tensions before they erupt in open hostilities.

36. In Lebanon, the programme "Women's Empowerment: Peaceful Action for Stability and Security", launched in 2006, has focused on the root causes of conflict and the economic empowerment of women. In South Africa, the African Women's Peace Table provides a forum for female soldiers and civil society to prevent conflicts and discuss strategies for building peace on the continent.

37. United Nations entities assisted Member States with structural prevention efforts, fact-finding and good offices missions, support for political dialogue in polarized societies and assistance to non-governmental organizations engaged in conflict prevention. A partnership in Nepal between the Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNFPA has developed a gender-sensitive early warning mechanism. The United Nations Office for West Africa organized jointly with ECOWAS a workshop on mainstreaming human rights and gender in the ECOWAS early warning system conflict prevention indicators. The interventions and services of the World Food Programme (WFP) and FAO focused on structural prevention through reinforcement of food security and the economic rights of women by promoting their access to and control over productive resources.

38. Despite some gains, in most conflict and post-conflict societies women remain excluded from conflict prevention and gender-based early warning indicators are largely ignored. This exclusion inhibits effective prevention efforts and social transformation towards more peaceful and gender equal societies. Local women's initiatives and experiences in preventing hostilities should be fully incorporated in national and United Nations conflict prevention frameworks.

(b) Peace processes and negotiations

39. In resolution 1325 (2000) the Council called for the full participation of women in peace processes and mainstreaming gender perspectives when negotiating peace agreements. Accordingly, many Member States have adopted policies and taken practical steps to ensure women's inclusion. In Côte d'Ivoire, the Framework for the participation of women in the implementation of the Political Agreement of Ouagadougou coordinates the activities of women's organizations of the signatories to the peace agreement to ensure a voice in the process. The National Machinery for Women's Rights in Cyprus implements measures to increase women's participation in all mechanisms of peace agreement implementation, peace mediation and negotiations.

40. In supporting national efforts, United Nations entities, within their respective mandates, have pursued the goals set in resolution 1325 (2000). The Department of Political Affairs, in its operational support to the peace processes, developed a guidance note for mediator teams on the role and participation of women in peace processes and peace agreements. It is included in the United Nations Peacemaker Databank.

41. Peacekeeping missions have facilitated the participation of women in elections in a number of countries over the past five years, including Afghanistan, Burundi, the Democratic Republic of the Congo, Haiti, Liberia and Timor-Leste, where a range of support measures, including specific targeting of women in voter registration exercises, training of women candidates running for political office and facilitating women's security during voting exercises, have been employed.

42. The United Nations Development Programme (UNDP) and UNIFEM have promoted women's participation in formal and informal peace processes in Colombia, the Democratic Republic of the Congo, Nepal, Somalia and the Sudan. Through partnerships and networks with other actors in 25 countries, United Nations entities support enhanced participation of women. In southern Sudan, for example, UNDP has provided financial support to local networks to increase and support women's political participation, resulting in the establishment of a Women Legislators Forum, a Consultant Forum of Women Office Bearers of Political Parties, and networks of non-governmental organizations to support women in government.

43. In Uganda, OHCHR and UNIFEM have worked with non-governmental organization partners to advocate for women's engagement in the peace process for the North and in related recovery and reconciliation processes. In Iraq, UNIFEM has been working closely with women's non-governmental organizations on promoting dialogue among diverse groups and highlighting women's peace initiatives.

44. The combined efforts of Member States and the international community have contributed to women's increased participation in selected contexts. Despite these gains, women's effective and systematic representation in formal peace processes still remains weak, owing in part to insufficient political will and resources. Certain traditional norms, customs and stereotypes constitute obstacles to women's equal participation in peace processes.

(c) Peace support operations

45. Expanding the role and contribution of women in United Nations field-based operations and increasing their representation are major aspects of resolution 1325 (2000). The deployment of women in peacekeeping forces, in police forces and among civilian personnel facilitates engagement with local women, enhances their access to social and psychological services, including trauma counselling, information sharing on sexual harassment, abuse and rape, and lowers the incidence of sexual violence and abuse, particularly in camps of internally displaced persons and refugees.

46. Argentina, Croatia, Germany, Mexico, Romania, Slovakia, South Africa and Viet Nam took steps to recruit more women for military service and changed policies to improve their access to service, including by repealing discriminatory policies, offering equal opportunities and equal treatment for women, promulgating

policies known as "fast tracking" to increase women's representation in the higher echelons of the armed forces and creating other opportunities for women's professional advancement. Austria, Canada, Germany and the United Kingdom have used financial support of non-governmental organizations, multilateral and bilateral diplomacy, research programmes and technical assistance to advocate for greater participation of women in the armed forces and peacekeeping operations.

47. Member States scaled up their efforts to enlarge the pool of qualified women eligible for secondment to peacekeeping and peacebuilding missions. In Jordan, the Public Security Directorate provided a special observer course on peacekeeping for policewomen. Since 2000, the proportion of female members of Jamaican contingents to United Nations peacekeeping forces has reached nearly 50 per cent, including women contingent commanders in both Liberia and Darfur. In Germany, women comprise two thirds of the staff of the Centre for International Peace Operations, the governmental entity in charge of training and recruiting for international missions and, in 2007, 52 per cent of participants in courses were women. South Africa improved the conditions of women deployed in peace missions, including "resilience programmes" for families during women's absence from home. Consequently, the South African Police Service has reached its target of 40 per cent women and the South African National Defence Force its target of 30 per cent women deployed in peacekeeping operations.

48. Training of military police and civilian peacekeeping personnel on the protection, rights and particular needs of women, as well as the importance of involving women in all peacekeeping functions, has received considerable attention from Member States, the United Nations and civil society. The Department of Peacekeeping Operations has led United Nations efforts to provide training and improve training materials and tools. INSTRAW developed an interactive website that highlights gender training opportunities for United Nations peacekeepers.

49. Thirteen full-time gender advisers in United Nations peacekeeping operations, including integrated missions,[8] provide technical guidance to heads of mission on gender mainstreaming to increase women's participation in the implementation of the mandate of the operation. Five traditional missions have a gender focal point, a staff member who has the gender portfolio in addition to other tasks.[9] The Department of Peacekeeping Operations has developed guidelines to ensure that gender advisers are serving as effective catalysts for gender mainstreaming. The United Nations Volunteers programme (UNV) has increased the number of gender specialists from 3 in 2004 to 19 in 2008.

50. The Departments of Field Support and Peacekeeping Operations have made efforts to increase the representation of women among United Nations uniformed

[8] For example: United Nations Mission in Liberia, United Nations Integrated Office in Sierra Leone, United Nations Operation in Côte d'Ivoire, United Nations Organization Mission in the Democratic Republic of the Congo, United Nations Mission in the Central African Republic and Chad, African Union-United Nations Hybrid Operation in Darfur (UNAMID), United Nations Integrated Office in Burundi, United Nations Stabilization Mission in Haiti, United Nations Mission in the Sudan, United Nations Integrated Mission in Timor-Leste, United Nations Assistance Mission in Afghanistan.

[9] United Nations Mission for the Referendum in Western Sahara, United Nations Observer Mission in Georgia, United Nations Truce Supervision Organization, United Nations Peacekeeping Force in Cyprus, United Nations Interim Force in Lebanon.

personnel, including by strengthening their outreach to Member States, particularly troop- and police-contributing countries. A policy dialogue was convened in 2006, to assess strategies to enhance gender balance in peacekeeping. A follow-up strategy workshop was launched in February 2007, in Pretoria, South Africa. The workshop recommended that security sector and defence policies be revised with a view to strengthening predeployment gender training for peacekeepers at the national level. Four countries, Argentina, Nigeria, Pakistan and South Africa, agreed to undertake a pilot.

51. As at July 2008, women constituted 2.2 per cent of military personnel in United Nations peacekeeping operations compared to 1 per cent in July 2004, and 7.6 per cent of civilian police personnel compared to 5 per cent in 2004. In those settings where peacekeeping missions are supporting the restructuring of police services (Sierra Leone, Timor-Leste and Kosovo) women civilian police represent more than 15 per cent.

52. As at 30 June 2008, women's representation in the Department of Peacekeeping Operations in civilian posts in the Professional and higher categories reached 28.6 per cent, and 26.3 per cent at the D-1 level and above, up from 27.5 and 12 per cent respectively in 2004. In the Department of Field Support, women accounted for 36.4 per cent of all Professional and higher-level personnel. In field-based operations, women's representation accounts for 23 per cent.

53. The Secretary-General stepped up efforts to increase the number of women in peacekeeping, in particular at the senior leadership level. As at September 2008, there is one woman Head of Mission (Liberia) and seven Deputy Heads of Mission (Burundi, Chad, Democratic Republic of the Congo, Lebanon, Liberia, Nepal and Sudan). The Organization has a long way to go to reach parity in peace support operations. Nonetheless, the momentum towards achieving greater balance is building.

(d) Humanitarian response

54. In resolution 1325 (2000) the Security Council called on all actors to respect the civilian and humanitarian character of refugee camps and settlements. UNHCR estimated that a total of 67 million people had been forcibly displaced at the end of 2007.[10] Refugee and displaced women are particularly vulnerable to sexual assault and sexual violence because of the conditions of dependency that are often created in camps.

55. United Nations humanitarian entities actively integrate gender equality in planning, implementation, monitoring and data collection. In 2006, the Inter-Agency Standing Committee launched a five-point strategic plan leading to an updated policy on gender equality in humanitarian action which was endorsed in May 2008. The gender policy review undertaken by the Committee in 2007 indicated that progress had been made. For example, a gender handbook in humanitarian action, entitled *Women, Girls, Boys and Men: Different Needs — Equal Opportunities* was produced introducing gender equality programming, and a pool of gender experts was established (the Gender Standby Capacity).

[10] UNHCR, "2007 Global Trends: Refugees, Asylum-seekers, Returnees, Internally Displaced and Stateless People" (June 2008), p. 2.

56. UNHCR has conducted gender training in the context of the implementation of its age, gender and diversity mainstreaming strategy in more than 100 countries. The Return of Qualified Afghans Programme of IOM facilitated the return and reintegration of qualified nationals, among them 125 women, to contribute towards the reconstruction of their country. At least 75 per cent of all WFP local food-aid monitor recruits will be women.

57. Greater coordination among humanitarian actors in gender equality programming is needed, including ensuring the equal participation of women and girls in all aspects of humanitarian response and their access to capacity-building and employment. Accountability for gender mainstreaming should be strengthened and sex and age disaggregated data should be collected more systematically.

(e) Peacebuilding

58. The Council in resolution 1325 (2000) called on all actors to incorporate gender perspectives in post-conflict reconstruction efforts. Many programmes by both Member States and United Nations entities have sought gender-sensitive approaches to the differential needs and constraints in such areas as economic recovery, human rights, governance, the restoration of the rule of law, reconciliation and institutional reforms.

59. The Government of Uganda recruited a Senior Gender Equality Adviser for the National Peace Recovery and Development Plan to provide technical support to the office of the Prime Minister, and to develop and finalize a national policy and action plan on sexual violence.

60. Cyprus provides financial support for local women's peacebuilding initiatives and women's non-governmental organizations. The United Kingdom supports non-governmental organizations in the Sudan to implement local peacebuilding initiatives. The Canadian International Development Agency has established the Gender Equality Responsive Fund for Afghan women's organizations that work towards equitable social, political and economic growth.

61. The Peacebuilding Support Office and participating entities at the country level mainstreamed gender equality concerns into many projects supported by the Peacebuilding Fund. To promote a United Nations system-wide approach to employment creation policies in post-conflict situations, the International Labour Organization and UNDP jointly lead a system-wide initiative addressing the critical role of income generation and reintegration of women and men. The Division for the Advancement of Women of the Department of Economic and Social Affairs is implementing technical assistance activities related to the Convention on the Elimination of All Forms of Discrimination against Women in Afghanistan, Haiti, Liberia, Sierra Leone and Timor-Leste. The United Nations Office for Project Services (UNOPS) trained 297 Iraqi women to participate in the constitutional development process in 2006-2007. In Nepal and Afghanistan, UNIFEM fostered women's representation and participation in governance and peacebuilding.

62. While Member States and the United Nations are increasingly engaged in supporting gender equality in peacebuilding and post-conflict reconstruction, a majority of their efforts do not systematically include gender perspectives. Investments in gender-sensitive peacebuilding should be improved. Better coordination among all actors is required.

(f) Security sector reform

63. The Council in resolution 1325 (2000) called for the protection of and respect for human rights of women and girls, particularly as they relate to the police and the judiciary. The Secretary-General's report on the role of the United Nations in supporting security sector reform recognized gender-sensitive security sector reform as key to developing non-discriminatory security sector institutions and specifically recommended the delivery of security services to address and prevent sexual violence (S/2008/39, paras. 37 and 45 (e)).

64. United Nations entities are working on security sector reform in more than 20 countries. Their efforts are focused on normative work supporting national efforts to adopt gender-sensitive policies, restructuring national police and armed forces and capacity-building programmes and activities to support national efforts to mainstream gender in the context of security sector reform. The Department of Peacekeeping Operations and its partners helped to set up institutional mechanisms to facilitate women's access to protection and justice, including the establishment of special units or women's desks at police stations (for example, in Darfur, Somalia and southern Sudan); to ensure confidential reporting on sexual and gender-based violence; to provide gender training for corrections officers; and to facilitate increased recruitment of women to national police services.

65. UNFPA and UNDP took steps to make security and justice systems more accessible and responsive to women and girls in Africa and Asia. For example, in Liberia, UNDP partnered with the Ministry of Justice to build its capacity to detain and prosecute perpetrators. The Gender and Security Sector Reform Toolkit, developed by INSTRAW, proved to be useful to multiple stakeholders, for example the Afghan National Police. UNIFEM and UNDP have produced a briefing paper on gender-sensitive police reform in post-conflict societies, to improve the police sector's effectiveness in responding to sexual and gender-based violence.

66. Security deficits, nevertheless, persist and threaten the lives and well-being of all, especially women and children. Integrating a gender perspective into all national efforts to reform armed forces, strengthen the rule of law, the judicial system and democratic institutions would improve women's security. Greater capacity-building, normative and advocacy support by United Nations entities are needed for Member States to increase stability and trust in the rule of law, preconditions for sustainable peace and democracy.

3. Protection of women, in particular against sexual and gender-based violence

67. In resolution 1325 (2000) the Council called on all parties to conflict to take special measures to protect women and girls from gender-based violence. Member States prioritized measures for prevention and response, most commonly through revising national policies and laws; protecting and rehabilitating survivors; training police, military and judicial officials; collecting prevalence data; and increasing public awareness.

68. Côte d'Ivoire has incorporated prevention and response to sexual and gender-based violence into its national reconstruction and reintegration plan. Measures include prevalence studies, national capacity-building for victim assistance, and establishment of a Centre of Excellence to assist victims of sexual and domestic violence. Many States, including Croatia, Switzerland and Thailand, mandated

predeployment training for peacekeepers on women's rights, gender equality, sexual and gender-based violence, human trafficking and/or sexual exploitation and abuse in armed conflict.

69. Several Member States have taken steps to support the protection of women from sexual and gender-based violence in countries emerging from conflict. Canada has provided financial and technical assistance to various projects around the world, in Haiti and in southern Sudan. The United Kingdom has supported non-governmental organizations' promotion of gender equality and collection of data on women's rights in Afghanistan, as well as the training of Iraqi judges, parliamentarians and women's activists on using international human rights law and Iraqi domestic law to protect women's rights.

70. Other countries have provided political and financial support to United Nations mechanisms aimed at protecting women's rights during armed conflict. Switzerland provided funding to the UN Action "Stop Rape Now" campaign, while the United Kingdom financially supports various United Nations activities relating to the implementation of sexual exploitation and abuse. Canada takes various measures to address impunity, including through extradition, prosecution under Canadian law, and surrender of suspects to international criminal courts and tribunals.

71. In support of national efforts, the Secretary-General's campaign "Unite to End Violence against Women" and United Nations Action against Sexual Violence in Conflict, encompassing 12 United Nations entities,[11] aim at improving coordination and accountability, providing support to national efforts to prevent sexual violence and respond effectively to survivors' needs. The Inter-Agency Task Force on Women, Peace and Security chaired by the Office of the Special Adviser on Gender Issues, and the NGO Working Group on Women and Peace and Security also provided forums for joint actions among Member States, the United Nations and civil society to end violence in conflict.

72. Many United Nations entities, including UNDP, UNFPA, UNIFEM and the World Health Organization (WHO) have advocacy programmes. For example, the UNDP rule of law programme in Darfur assists governmental institutions and civil society to raise public awareness about sexual and gender-based violence. UNDP awareness-raising efforts in the Balkans have led to fruitful collaboration between domestic violence activists and security-sector-reform officials regarding the control of small arms and light weapons.

73. A number of United Nations entities are involved in analytical and normative work supporting national efforts to develop doctrines, policies, standards and guidelines to stop sexual and gender-based violence. A conference held at Wilton Park, Sussex, United Kingdom, organized by UNIFEM, the Department of Peacekeeping Operations and UN Action, with the assistance of the Governments of Canada and the United Kingdom, in May 2008, was devoted to the theme "Women targeted or affected by armed conflict: what role for military peacekeepers?" (see S/2008/402). The conference identified existing efforts to prevent the targeting of women and children for sexual violence and found that military peacekeepers

[11] Department of Political Affairs, Department of Peacekeeping Operations, Office for the Coordination of Humanitarian Affairs, OHCHR, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UNIFEM, WFP, WHO.

needed doctrine and clear guidelines for action in protecting women and girls from sexual violence.

74. The Health Department of UNRWA is developing guidelines and training staff to address sexual and gender-based violence encountered at clinics, including protocols to refer survivors to the Legal Advice Bureaux at Women's Programme Centres in UNRWA camps. Nearly all of UNFPA country offices in conflict and post-conflict areas have been directly supporting national efforts to address sexual and gender-based violence in national laws and policies. OHCHR has provided technical assistance to the Government of Haiti on reform of rape and domestic violence laws. FAO has defined livelihood strategies and guidelines to address the vulnerability factors and underlying causes of sexual and gender-based violence and "survival sex" for populations in crisis. With the financial support of the United Nations Children's Fund (UNICEF), UNIFEM and the Joint United Nations Programme on HIV/AIDS (UNAIDS), ECLAC coordinated the preparation of an inter-institutional report, entitled "No more! The right of women to live a life free of violence in Latin America and the Caribbean". IOM conducted assessments and assistance programmes for populations rendered vulnerable to human trafficking because of conflict-driven displacement in Afghanistan, Colombia and Kenya.

75. Many United Nations entities have been working to build capacity of Governments and non-governmental organizations to better prevent and respond to sexual and gender-based violence. OHCHR has helped various government ministries to establish survivor support services and a consolidated database on sexual and gender-based violence in Afghanistan, and built governmental capacity for police collection of forensic evidence on rape cases in Uganda. The UNIFEM project, "Enhancing protection from gender-based violence in Rwanda", supports women's networks to provide training on responding to violence cases in 14 districts. Rwandan Police Headquarters now has a free hotline and gender desk, and special police units are equipped with motorcycles to speed up response time. UNFPA trained teams of journalists from around the world to understand the complexities and enhance the accuracy of reporting on gender-based violence in emergencies.

76. The work of gender advisers and focal points of the Department of Peacekeeping Operations in peacekeeping missions, in partnership with national ministries and the broader United Nations system, have catalysed support efforts to address sexual and gender-based violence by providing training for national police and armed forces and within all United Nations mission components, including the United Nations police and military, as well as the human rights, rule of law and public information mission sectors.

77. Increasingly, United Nations entities undertook operational activities to support survivors of sexual and gender-based violence. In northern Iraq, UNOPS organized a programme to set up 21 counselling centres in 12 villages. Over 200 women volunteers learned to be trauma counsellors for victims of sexual and gender-based violence, and television advertisements have made thousands of local women aware of this service. UNIFEM, under a Central Emergency Response Fund project, collaborated with non-governmental organizations to establish 14 psychosocial teams for family outreach and seven pilot socio-legal defence centres, including helplines and referral systems, in the occupied Palestinian territory.

78. As a deeply traumatic and sensitive issue, sexual and gender-based violence is one of the most difficult abuses to document. Beyond the challenges typical of data collection and sharing, the need for sensitivity to the psychological and physical safety of victims further complicates the process. Several United Nations entities have recognized these challenges and sought to improve data collection. In 2006, UNFPA and WHO initiated the Gender-based Violence Information Management System as an inter-agency partnership with the International Rescue Committee and UNHCR, in consultation with the Inter-Agency Standing Committee Gender Sub-Working Group. The System is a first attempt to systematize management of data relating to gender-based violence across the humanitarian community, including introducing standards for safety and confidentiality. Its pilot testing has already been completed in Thailand and Uganda.

79. OHCHR has made significant contributions to monitoring, investigating and documenting sexual and gender-based violence in Afghanistan, the Democratic Republic of the Congo, Haiti and the Sudan. UNIFEM has supported initiatives for better data collection and statistical monitoring of sexual and gender-based violence in Afghanistan, Colombia, Côte d'Ivoire, Rwanda and Timor-Leste, and other United Nations entities have undertaken similar efforts in other conflict and post-conflict areas.

80. With regard to sexual exploitation and abuse, while the total number of allegations has substantially declined, from 371 reported in 2006 to 159 cases reported in 2007 (see A/62/890, para. 11), the zero tolerance policy should continue to be strengthened. The Secretary-General remains firmly committed to deterring acts of sexual exploitation and abuse which undermine United Nations efforts on the ground and erode its legitimacy and credibility.

81. Despite all efforts, acts of violence against women persist during armed conflict. Innovative strategies need to be developed to ensure compliance with international humanitarian and human rights law by all actors, military as well as non-State. The Security Council and other Member States need to send stronger signals to parties to conflict that perpetrators will be prosecuted. Applied judiciously, targeted sanctions on individuals and parties to conflict may have a restraining effect and deter sexual violence. Provision of human and financial resources to deliver care to victims of violence and provide ongoing training for all actors remains critically important. Deploying advisers, coordinators and monitors at an early stage of peace operations can deter violence. Effective system-wide monitoring and reporting mechanisms to gather timely and accurate data on gender-based violence are essential.

D. Best practices to improve the capacity of Member States

82. Recognizing that there is no "one size fits all" approach to address gender inequalities in the area of women and peace and security, policies and strategies need to take into account country-specific circumstances and needs. Countries emerging from conflicts that have been most successful in enhancing women's role in peace processes, reducing sexual violence and empowering women politically and economically have in common peace and gender equality strategies in which national and international measures are mutually supportive through a combination of gender mainstreaming and women-specific policies.

83. Since the adoption of the resolution, in at least 90 countries worldwide United Nations entities have successfully experimented with different approaches to building national capacity for women and sustainable peace. For example, the UNDP Nepal programme, Mainstreaming Gender and Social Inclusion, emphasized a multisectoral approach designed to transform entrenched patterns of social exclusion through promoting women's participation in governance.

84. Other United Nations entities placed greater emphasis on raising women's skills as leaders and the levels of their political participation in public life, including elections. For example, the United Nations Mission in Nepal promoted the political participation of women by including a 33 per cent threshold for women's participation in all State structures. Approximately one third of the 575 members of the Constituent Assembly elected in 2008 are women. The United Nations Stabilization Mission in Haiti (MINUSTAH), UNIFEM and local non-governmental organizations established a gender working group on promotion of women's political rights and provided leadership training for Haitian women. The United Nations Integrated Office in Sierra Leone, working with the Government and civil society, facilitated the establishment of a steering committee and development of a workplan to increase women's representation in local councils. The United Nations Operation in Côte d'Ivoire supported the women's network Coordination des femmes pour les élections to encourage women's participation in politics and elections.

85. In conflict and post-conflict countries facing high levels of sexual violence, effective approaches have emphasized capacity-building in fighting this scourge. MINUSTAH, in cooperation with UNFPA and UNICEF, supported the implementation of a multisectoral National Plan of Action to Combat Violence against Women. In the Democratic Republic of the Congo, combating sexual violence remains a complex challenge. A senior adviser/coordinator on sexual violence has been deployed in MONUC to assist the Government in developing a country-wide action plan and strategy to combat sexual violence. In Darfur, UNV mobilized a paralegal aid network comprising attorneys and professors to provide training to internally displaced persons and community members on sexual and gender-based violence and on support to survivors and their families. In Somalia, entities built capacities of local providers of medical and psychosocial care, legal aid, protection and reintegration into society.

86. For a majority of countries emerging from conflict the challenge of restoring and promoting women's human rights will continue to depend on the support of international institutions for building national capacity to formulate laws, strategies and policies. In Haiti and Liberia, United Nations entities supported Government efforts to develop a national gender policy and to prepare a report on the implementation of the Convention on the Elimination of All Forms of Discrimination against Women. In other countries, they built national capacities to revise legislation to eliminate discriminatory laws and introduce new legislation in line with the Convention.

87. Promoting women's role in media, UNESCO built capacity of media outlets in post-conflict areas in an effort to empower female media professionals to report on the impact of conflict on women. In Afghanistan, UNESCO provided capacity-building and training for female film makers, who have produced a series of productions focusing on women's lives in Afghanistan.

88. National action plans for the implementation of resolution 1325 (2000) have been commended for adding a more coherent and systematic approach to national action on women and peace, paying closer attention to the institutional context in which policies are designed and implemented and extending real ownership of peace and gender policies and strategies to local policymakers and women's associations and non-governmental organizations. Nonetheless, they exist in very few, mostly developed, countries and United Nations support is needed.

E. Monitoring, evaluation and reporting

89. In its resolution 1325 (2000), the Security Council called on the Secretary-General to include in his reporting to the Council progress on gender mainstreaming and other aspects relating to women. In its presidential statement (S/PRST/2007/40), the Council requested country-specific reporting data on the impact of conflict on women, including instances of all forms of violence and special measures to protect women and girls from sexual and gender-based violence.

90. An analysis of 313 reports of the Secretary-General to the Security Council dating from January 2004 to July 2008, including 286 country-specific and 27 thematic reports, revealed that 61 per cent of reports made no mention or one mention of gender equality; 23 per cent contained minimal gender references; and only 16 per cent made multiple references to gender equality. Compared to the period from October 2000 to December 2003, some progress has been made, resulting in a decrease of 6 per cent of reports with no mention or one mention of gender equality and an increase of 8 per cent in reports with minimal gender references. There was no noticeable change in the percentage of reports with multiple references to gender equality.

91. The analysis also showed that reporting on sexual violence, especially rape, is on the rise — from 23 per cent in 2000-2003 to 32 per cent in 2004-2008, although not all peace operations have the related mandates. The problem of impunity was covered in 4 per cent of reports in 2000-2003 while there was no information about it in reports in 2004-2008. Gender mainstreaming was also mentioned in 4 per cent of reports in 2004-2008, up from 2 per cent in the previous period.

92. The above analysis reveals that, since the adoption of the resolution in 2000, the Secretary-General's reporting on gender to the Security Council has been gradually improving. It remains inconsistent and incomplete, however, the challenge in the coming years will be to accelerate this progress to ensure that gender concerns are reflected in a balanced and systematic way in all relevant reports to the Council. In view of the adoption by the Council of resolution 1820 (2008), reporting on sexual violence in situations of armed conflict needs to be rationalized to avoid duplication with reporting on resolution 1325 (2000).

IV. Conclusions and recommendations

93. Member States, the United Nations system and civil society have made some important progress towards developing and pursuing more comprehensive approaches towards the full implementation of resolution 1325 (2000), including through a better defined role of the Security Council. The cumulative effect of those efforts has made the overall peace and security architecture of the United Nations more sensitive to women's needs in situations of armed conflict and post-conflict societies. This is particularly visible in peacekeeping and humanitarian assistance and increasingly in peacebuilding. There is growing support for women's equal participation in peace processes, enhanced capacity-building efforts for women's empowerment and their increasing numbers in decision-making and peacekeeping and security forces. Strong attention is being paid to sexual violence in situations of armed conflict, the General Assembly and the Security Council taking parallel and supportive action. Enhanced commitment to the implementation of resolution 1325 (2000) is increasingly translated into policy and planning frameworks and internalized in the work of Member States and the Organization at the national and global levels, including through national action plans and United Nations system-wide and entity-specific initiatives.

94. However, the noticeable gap that remains between policies and their effective implementation must be closed. More needs to be done at the country level to mainstream gender perspectives at every stage of conflict prevention, resolution and management as well as peacebuilding, including security sector reform; prevent and end sexual and gender-based violence; increase women's representation in decision-making bodies and security institutions; increase resources and technical support for women's organizations; and ensure stronger United Nations capacity to support Member States in implementing resolution 1325 (2000).

95. To ensure successful implementation of the resolution at the country level, national ownership of activities in support of gender equality and women's empowerment is vital and should be encouraged by the international community. The United Nations system has a role to play in helping to develop national capacity and leadership in order to identify effective policies and promote a better understanding of national, regional and subregional challenges, as well as advocate multi-stakeholder approaches and partnerships.

96. Harnessing this potential requires enhancing commitment, leadership and accountability, improving institutional capacity and increasing the financial and human resources of United Nations entities. Further, collaboration is especially needed in preventing and fighting sexual violence against women, including by working with parties to conflict and enhancing monitoring and reporting mechanisms and practices. Programme cooperation and coherence at the normative, programmatic and operational levels should be pursued more vigorously, including through the Inter-Agency Network on Women and Gender Equality and its Task Force on Women, Peace and Security, the High-level Committee on Programmes of the United Nations System Chief Executives Board for Coordination and the United Nations Development Group and other system-wide initiatives. The overall goal must remain to operationalize resolution 1325 (2000) throughout the United Nations system so as to adequately respond to requests from Member States.

97. To further accelerate the full implementation of Security Council resolution 1325 (2000), the following actions are proposed:

(a) Women's needs and concerns should be included in the development of conflict prevention strategies and early warning efforts;

(b) The Security Council, in order to strengthen its capacity to end sexual violence, should be prepared to dispatch missions to assess situations when violence is used or commissioned as a tactic of war or as a part of a widespread or systematic attack against civilians;

(c) In the context of armed conflict, the Security Council should remind parties to conflict of their responsibility to protect women and maintain its focus on means of preventing and deterring sexual violence, including targeted sanctions on individuals or parties to conflict carrying out widespread or systematic sexual violence;

(d) The Security Council should increase its use of the Arria formula or similar arrangements for informal consultations with women's groups and non-governmental organizations on individual conflict situations on its agenda;

(e) National commitment and capacity to implement resolution 1325 (2000) should be strengthened, including through national and regional action plans and strategies;

(f) Member States should support measures to strengthen the United Nations gender mainstreaming capacities in all areas of peace and security and dedicate adequate and sufficient resources for such purposes;

(g) Priority should be given to women's leadership and access to all decision-making levels and processes regarding peacemaking, peacebuilding and recovery and development;

(h) All efforts to prevent and halt sexual and gender-based violence should be intensified, including through more systematic tactical and operational responses by United Nations peacekeeping missions and humanitarian assistance programmes, the protection of women in situations of displacement, and more comprehensive strategies to address impunity for perpetrators of sexual abuse;

(i) Gender perspectives should be systematically integrated in security sector reform and the rule of law;

(j) Cooperation and collaboration with regional organizations should be enhanced in order to contribute significantly to meeting common security and gender equality goals;

(k) Intergovernmental bodies should strengthen mandates and increase resources of peacekeeping operations to prevent sexual and gender-based violence in conflict and post-conflict situations and to ensure specific and clear operational guidance;

(l) Women's needs in post-conflict societies should be systematically assessed, specific funding allocated and donor and government accountability to women increased.